



The Task Force to Study the Mentoring and Monitoring of Children in the Custody of or Under the Supervision of the Department of Juvenile Justice

Report to the Governor of Maryland and the Maryland General Assembly

October 1, 2004

Executive Summary

The Task Force to Study the Mentoring and Monitoring of Children in the Custody of or Under the Supervision of the Department of Juvenile Justice was charged by the General Assembly to report recommendations to the Governor and General Assembly on the feasibility of establishing mentoring and monitoring programs for DJS youth. The Task Force focused on designing an approach which would improve these youths' behavior in the community and improve their academic and vocational achievements. The Task Force found, through its study, that mentoring programs affect positive outcomes for youth. Youth involved in mentoring show improved academic performance, classroom behavior and peer relationships. Big Brothers Big Sisters of Central Maryland reports that "annually more than 80% of youth show improvements in two or more areas of social, academic or emotional domains."¹

The Task Force studied various successful mentoring programs to determine what elements of programming are needed to develop a similar program for DJS youth. From this study, the Task Force initially developed a guiding definition of mentoring. **The Task Force defined mentoring as the building of a trusting relationship over an extended period between a trained mentor and a mentee that contributes to the improvement in the quality of the mentee's life and to his/her becoming a productive member and citizen of society.** With this definition developed, the Task Force proceeded to determine the elements needed for a successful mentoring program. Most mentoring programs studied by the Task Force recommended following the set of standard elements developed by the National Mentoring Partnership. The Task force concurred and advocates the consideration of the following "Ten Elements of Effective Practice" in the development of any mentoring program.

- 1) a statement of purpose and long-range plan;
- 2) a recruitment plan for both mentors and participants;
- 3) an orientation for mentors and participants;
- 4) eligibility screening for mentors and participants;
- 5) a readiness and training curriculum for mentors and participants;
- 6) a matching strategy;
- 7) a monitoring process;
- 8) a support, recognition, and retention component;
- 9) closure steps; and
- 10) an evaluation process.²

Meetings held with Maryland Mentoring Partnership (MMP) resulted in the Task Force concurring with the suggestions made by MMP for a successful mentoring program. The suggestions include: involving youth in the development of the program; establishing a mentoring commitment of 12 months; matching youth 4-6 months in the facility prior to release and then 4-6 months in the community after being released; hiring staff to coordinate the program (the coordinator should be familiar with the juvenile system and have exceptional knowledge of youth development); choosing matches carefully; matching youth with mentors of the same gender; and mentors who are "culturally competent" and aware of youth culture and current youth issues; and developing a voluntary program for youth. The suggestions formed the backbone of the final recommendations made by the Task Force.

The Task Force concluded that it is feasible for DJS to implement a statewide program focused on assigning youth in DJS custody or under DJS supervision to caring adults as mentors as long as sufficient funding and administrative infrastructure is provided. The Task Force recognized a successful mentor program would be challenging to implement for the DJS population. DJS youth often have a history of troubled relationships with adults, may be suspicious of an adult offering help, and therefore will be more difficult than most youth to engage in a positive relationship. Nevertheless, it is reasonable to anticipate that successful implementation of a program will result in less recidivism into the juvenile justice system, improved school attendance, and better grades by the youth served.

¹ Big Brothers Big Sisters of Central Maryland, FY 2003 Performance Outcome Evaluation.

² National Mentoring Partnership Working Group convened by the National Mentoring Partnership and United Way, 1991

The Task Force also concluded that it is feasible for DJS to enhance existing DJS programming by ensuring intensive individualized monitoring and support services are provided to youth under DJS custody and supervision in each of the five DJS regions. Over 1,000 DJS youth are monitored intensively by DJS staff and staff from contracted community-based programs. Monitors will provide support, counseling and supervision services to help divert less serious offenders from residential care. For more serious offenders placed in residential care, the monitors will help ease the youth's transition back into the community. The Task Force expects that coordinated use of monitoring and mentoring programs should provide a DJS youth with appropriate services, including informal counseling, tutoring, assisting the child with life training skills, working with the child's family or guardian, and interacting with the child's school or employer.

To implement a successful mentoring program for DJS youth, the Task Force developed 10 final recommendations that should serve as guidance for the development of a mentoring program that will enhance the lives of DJS youth.

FINAL RECOMMENDATIONS

1. The Maryland DJS Mentor Program should have a strong infrastructure, to include a statewide Director of Mentor Services who will report to a Deputy Secretary of Juvenile Services.
2. The Governor should support the Maryland DJS Mentor Program by regularly emphasizing the importance of mentoring from his "bully pulpit" and by establishing the Maryland Governor's Mentoring Initiative (MGMI). This program will provide up to eight hours per month paid leave time to state employees who participate in approved mentoring programs targeting DJS youth.
3. DJS should focus its recruitment efforts on: a) state employees; b) law enforcement/corrections officers (active or retired); c) college students; d) faith community; e) business community.
4. DJS should initiate a three-pronged approach the first year (FY 2006):
 - Focus on DJS youth in DJS regional detention centers,
 - Focus on DJS youth in schools, especially those already assigned a DJS Case Manager, and
 - Focus on DJS youth who are not enrolled in school.
5. Major features of Maryland DJS Mentor Program should include:
 - Mentors will commit to work with their assigned youth for at least 12 months.
 - The youth and his/her family will participate in the mentoring program voluntarily.
 - Family involvement in the program will be emphasized.
 - Group *and* individual mentoring will be provided.
 - Mentors will be of the same sex as the youth.
6. DJS should contract with an established mentoring organization to provide training to all mentors and DJS mentoring staff.
7. DJS should specify the goals and expected outcomes of its mentoring initiative and track these carefully. Contracted researchers should analyze those outcomes related to the success of the youth and DJS' administration of the program.
8. The goal of the first year of the mentoring initiative should be to successfully connect 500 DJS youth with positive adult role models as their mentors.
9. The annual cost of full implementation of this program will be approximately \$1.5 million. Actual costs the first year will probably be about \$750,000; savings will be due primarily to the lag time in hiring personnel.
10. The Governor's Office on Volunteerism should create and coordinate an Advisory Council composed of representatives from DJS, Maryland State Department of Education, community and business leaders, DJS youth and their families, etc.



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Organization and Study

A. Task Force Origins

In the 2003 session of the Maryland General Assembly, Delegates Zirkin, Morhaim, Amedori, Nathan-Pulliam, and O'Donnell, introduced House Bill 541 that established a Task Force to study the feasibility of implementing a program for the mentoring and monitoring of children in the custody of or under the supervision of the Department of Juvenile Services.

Maryland legislators, advocates and administrators within the juvenile justice system, interested in developing a more successful model for youth, had visited Missouri and observed their juvenile justice system. Successful programming for youth in Missouri included a mentoring program. Youth in the custody of the state of Missouri have mentors during and after their time within the juvenile justice system. Mentoring is deemed a constructive element in successful programming for youth in Missouri. Overall, legislators observed a very low recidivism rate for youth in Missouri's system.

B. Task Force Instructions per the Legislation

According to HB 541, the Task Force was required to:

- (1) study and make recommendations regarding the feasibility of instituting a program in the Department of Juvenile Justice to match children with volunteer mentors, including retired individuals and college students;
- (2) study and make recommendations regarding the feasibility of providing intensive individualized monitoring and support services to children in the custody of or under the supervision of the Department of Juvenile Justice;
- (3) make recommendations regarding ways to help a child become productively involved in school or the workplace;
- (4) make recommendations on ways to use monitoring and mentoring programs to help decrease the likelihood that a child who has had contact with the Department of Juvenile Justice will be involved in delinquent behavior in the future;
- (5) study and make recommendations on the feasibility of using monitoring and mentoring programs to provide a child in the custody of or under the supervision of the Department of Juvenile Justice with services, including informal counseling, tutoring, assisting the child with life training skills, working with the child's family or guardian, and interacting with the child's school or employer; and
- (6) report its findings and recommendations to the Governor and, subject to § 2-1246 of the State Government Article, to the General Assembly on or before October 1, 2004.

C. Task Force Composition

The Task Force consisted of the following members:

- one member of the Senate of Maryland, appointed by the President of the Senate; *Senator Nancy Jacobs*;
- two members of the House of Delegates, appointed by the Speaker of the House; *Delegate Carmen Amedori and Delegate Bobby Zirkin*;



- the Secretary of Juvenile Services, or the Secretary's designee; *Delmas Wood, Chair*;
- the State Superintendent of Schools, or the Superintendent's designee, *Katharine Oliver*;
- the Special Secretary of the Office for Children, Youth, and Families or the Special Secretary's designee; *Earl El-Amin*; and
- members appointed by the Governor, as follows:
 - ◊ one representative of the State Judiciary who is knowledgeable and experienced in juvenile justice issues; *Judge Philip Caroom*;
 - ◊ one representative of the Office of the Public Defender who is knowledgeable and experienced in juvenile justice issues; *O'Melia James*;
 - ◊ one representative of a State's Attorney's Office who is knowledgeable and experienced in juvenile justice issues; *vacant*;
 - ◊ one representative of law enforcement who is knowledgeable and experienced in juvenile justice issues; *James DeWeese*;
 - ◊ one representative of a community-based advocacy group that deals with juvenile justice issues, *Roger Ralph*;
 - ◊ one representative from an association of retired individuals; *vacant*; and
 - ◊ one representative of a local college who is knowledgeable about the activities of student volunteers, *Deanna Ikhinmwin*.

The Governor designated the chairperson of the Task Force as the Secretary or designee of DJS and required the Department to provide staff for the Task Force. The Secretary appointed DJS Area Director Delmas Wood as chairperson and Lauren Gordon and Nicole Amedori as staff to the Task Force. Chairperson Wood invited DJS staff member, Sheila Maynor and McDaniel College administrator, Barbara Horneff to join the Task Force.

D. Task Force Procedure

The Task Force began its work by reviewing existing mentoring programs. The Task Force invited representatives from local mentoring groups, as well as a research organization involved in analyzing national mentoring program effectiveness, to present an overview of their program to the Task Force.

The Task Force heard from the following presenters: Deanna Ikhinmwin, Morgan State University, KUUMBA program; Dr. Jacqueline Rhoden-Trader, Morgan State University; Denise Rathman, Information Technology International; Elizabeth Mertinko, Information Technology International; Janet Forbush, Information Technology International; John Savage, Big Brothers/Big Sisters of Central Maryland; Wendy Bohdel, Big Brothers/Big Sisters of Central Maryland; Robin Tomechko, Big Brothers/Big Sisters of Central Maryland; Linda Stewart, Maryland Mentoring Partnership; and Selwyn Ray, Maryland Mentoring Partnership.

Task Force members, Roger Ralph and Barbara Horneff, also visited the Thomas J.S. Waxter Center and the Charles H. Hickey, Jr. School, respectively. Mr. Ralph and Ms. Horneff each met with a group of youth who told them what they wanted and hoped to gain from a mentoring relationship. Mr. Ralph and Ms. Horneff reported their observations of their visits to the entire Task Force.

The Task Force held a Focus Group meeting on June 1, 2004 to gather input from Juvenile Counselors and Supervisors on the mentoring of youth under DJS custody. Task Force staff met with DJS employees to discuss the development of a successful mentoring program for DJS youth. The following DJS employees participated in the focus group: Chris Gross, Cheltenham; Alethia Williams, Area I; Michael Jones, Area II; Robert Burris, Area I; Bruce Wright, Area III; Beatrice King, Area I; and Donna El-Amin, Area I. The Focus Group created a list of recommendations for the development of a successful Mentoring program and forwarded these to the Task Force for consideration.



Findings and Recommendations

A. Task Force Findings

1. Best Practices

The idea of utilizing mentors to serve as guides and role models for DJS youth is not new and various efforts have been made in this direction over the past 30 years. These efforts, however, have been sporadic, isolated, and usually attempted with little infrastructure support. Currently, DJS refers youth to some community programs, colleges, and agencies to connect youth with mentors. For instance, in June 2004, DJS monthly statistics show the 251 DJS youth currently receive mentoring services. Area I reported 113 youth are participating in a mentoring program, Area II reported 42 youth are participating, Area III reported 13 youth are participating, Area IV reported 15 youth are participating, Area V reported 68 youth are participating.

To gather more information on mentoring in Maryland, the Task Force met with two of the larger organizations who received Juvenile Mentoring Program (JUMP) funds, Big Brothers Big Sisters and Baltimore Mentoring Partnership, also known as Maryland Mentoring Partnership.

The JUMP established in 1992 and funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) was developed using the Big Brothers Big Sisters (BBBS) of America approach as its model. JUMP has provided seed money to hundreds of mentoring programs across the country. JUMP “provides one-to-one mentoring for youth at risk of delinquency, gang involvement, educational failure, or dropping out of school.”³ Preliminary analysis of program results show a reduction of recidivism for youth who were assigned a mentor.⁴ JUMP is intended to match adult mentors (age 21 or older) who have successfully undergone a screening process.

JUMP has funded several successful mentoring programs in Maryland. Currently JUMP funds one program in Edgewood Maryland operated by Alliance, Inc., and has funded Big Brothers Big Sisters of Central Maryland, Wicomico Board of Education, St. John Baptist Church and the Baltimore Mentoring Partnership.

President and CEO of Big Brothers/Big Sisters of Central MD (BBBSCM), Robin Tomechko, and BBBSCM Director of Programs, Wendy Bohdel, met with the Task Force to discuss BBBSCM community-based mentoring programs. The mission of BBBSCM is to bring boys and girls who are in need of positive male or female role models together with committed adult volunteers. The goal of the program is for the child and the volunteer to develop mutually fulfilling relationships that benefit the growth and general well-being of the child. Big Brothers Big Sisters of Central Maryland matches qualified volunteers with children, to create mentoring relationships. Each year in Central Maryland, Big Brothers and Big Sisters spends more than 100,000 hours with local children. Comparable services would otherwise cost Central Maryland a minimum of \$1.2 million, and even more in terms of the loss of human potential. Ms. Tomechko indicated that BBBS mentors youth from 7 to 14 years of age. These youths tend to stay involved with a mentor until their high school graduation. Currently there are approximately 300 children on the waiting list to get into this program. Wendy Bohdel, also of BBBS, discussed the AMACHI Program. The AMACHI Program is a program designed for youth of incarcerated parents. AMACHI is a unique program that addresses the social and academic problems that children of prisoners face.⁵

³ Novotney, Laurence, Elizabeth Mertinko, James Lange, Tara Kelley Baker, (September 2000), *Juvenile Mentoring Program: A Progress Review*, OJJDP, p. 1.

⁴ Barnoski, Robert (July 2002) *Washington State Institute for Public Policy, Preliminary Findings for the Juvenile Rehabilitation Administration's Mentoring Program*, p. 13.

⁵ Big Brothers Big Sisters of America, <http://www.bbbsa.org>

BBBSCM reported in their FY 2003 Performance Outcome Evaluation that 80% of youth participating in a school-based mentoring program had shown measurable improvement in self-confidence, 58% of youth showed measurable improvement in academic performance, 56% showed improvement in classroom behavior and 66% showed improvement in peer relationships. In the same study, youth participating in a community one-to-one program showed improvement in the following areas: of youth participating in the one-to-one program, 88% showed improvement in self-confidence, 67% showed improvement in academic performance, 61% showed improvement in classroom behavior, and 66% showed improvement in peer relationships.⁶

The Baltimore Mentoring Partnership was established in 1997 and in 2002 organized under a new name, the Maryland Mentoring Partnership (MMP). MMP serves as a clearinghouse for mentoring programs, partnerships, training, and resources with an expanded emphasis on increasing services in Maryland. MMP coordinates mentoring services with over 550 partners from corporate, community, government, higher education, faith-based groups. In 2003, MMP reported 32,389 youth were participating in mentoring programs operated by MMP partners. While a variety of meeting places were reported by partners, over 54% of mentors/mentees met at schools, 14% met at home, 6% at church, 6% at a community center, 2% by email, 16% met at other locations and 2% met at all types of locations.⁷

Funding is provided by a variety of sources including foundations, government, corporations, individuals, and United Way designations. In 2004, MMP reported its two largest funding sources were foundations and government. These sources provided over 65% of MMP's financial support, with 43% of its funding from foundations and 24% of its funding from government sources (MSDE/City/Federal).⁸

Maryland Mentoring Partnership provides recruitment, resource development, training and evaluation. MMP also promotes statewide public awareness through participation in Mentoring Days, publication of newsletters, posters, and advertising on television, newspaper and radio. In 2004, MMP reported recruiting over 2,000 new members and training over 1,642 mentors.⁹ Training and evaluation is provided by the Maryland State Mentoring Resource Center (MSMRC). MSMRC is a regionally based training Center whose objectives are to provide on-going support to existing programs, assist with recruitment, and develop and provide geographically specific training.¹⁰ The Center, a Maryland State Department of Education State-Aided institution, has two offices in Easton and Baltimore.

MMP Executive Director, Linda Stewart and Director of Recruitment Outreach and Training, Selwyn Ray advised the Task Force to include the following in their recommendations for a successful mentoring program:

- the development of a mentoring program based on the "Elements of Effective Practice",
- the involvement of the youth in the development of the program,
- the establishment of a mentoring commitment of 12 months,
- matching youth 4-6 months in the facility prior to release and then 4-6 months in the community after being released,
- hiring staff to coordinate the program (the coordinator should be familiar with the juvenile system and have exceptional knowledge of youth development),
- choosing matches carefully,
- matching youth with mentors of the same gender and cultural background, and
- developing a voluntary program for youth.

MMP recommended approving a nominal fee to be paid to mentors to cover transportation and activity costs. Annual costs were estimated to range from \$1200 - \$1500 per youth by MMP.

Deanna Ikhinmwin, Task Force member and Director of Community Service at Morgan State University (MSU), gave a presentation on the KUUMBA program at MSU. KUUMBA "is a tutoring and mentoring program for

⁶ *Big Brothers Big Sisters of Central Maryland, FY 2003 Performance Outcome Evaluation*

⁷ Rhoden-Trader, Jacqueline. (2000) *Mentoring Across Maryland*, p.9.

⁸ *Maryland Mentoring Partnership, 2004 Annual Report*, p.14.

⁹ *Ibid.*, p.3.

¹⁰ Rhoden-Trader, Jacqueline. (2000) *Mentoring Across Maryland*, p.1



adolescents between the ages of twelve to eighteen. Academic enrichment, knowledge about drug abuse and AIDS, peer resistance skills, leadership development activities along with discussions on the importance of positive social attitudes and behaviors are addressed.”¹¹ Ms. Ikhinmwin indicated the KUUMBA after-school program was initiated in 1994 to establish an alternative-learning center to address the academic needs of middle school students. The KUUMBA program pairs forty-five (45) female and forty-five (45) male students, by gender, with eighteen (18) Morgan student tutors to create a tutor-tutee ratio of 1-5. Student applicants for the KUUMBA program are interviewed and are usually selected based on their experience. Once the applicants are selected, they attend training for one week, Monday through Friday from 9 a.m. to 5 p.m. before school begins. Students receive on-going training throughout the year. The KUUMBA program is not funded by MSU. MSU, however, allows the program to use the facilities at the University. Funding is provided by grants.

Dr. Jacqueline Rhoden-Trader, an instructor at Morgan State University, spoke to the Task Force regarding mentoring of juveniles. According to Dr. Rhoden-Trader, mentoring is a one-on-one or group relationship between an adult and a youth over a long period, where the adult helps a youth through a difficult time in their life and helps them to overcome obstacles. For mentoring to reach its full potential, there needs to be willingness on the youth's part and if the youth do not self-select their mentor, then mentoring can become problematic. A mentoring relationship shows positive results when a youth is paired with a more experienced older individual who provides guidance and concrete help.

Dr. Rhoden-Trader stated that the best way for mentoring to play a significant role in a youth's life is to start in a group-mentoring program and then go to one-on-one mentoring during aftercare. For an effective practice of mentoring, relationships need to be stable and enduring. Longevity, she stated was indicated by a commitment of approximately one year of mentoring, six (6) months while in placement and six (6) months during aftercare. Dr. Rhoden-Trader stated the quality of the mentoring is much more important than the quantity of meetings, but did state that bi-weekly meetings would be ideal.

Dr. Rhoden-Trader indicated the best mentors for youth are correctional and law enforcement officers within the adult system because they have hands on experience with offenders. They are more inclined to try to prevent the youth from reaching the juvenile or adult correctional system. While certain barriers may exist, with good training and discussion these barriers can be reduced. To youth, police are “authentic”; those from “middle America” do not have the same experience. She also stated that ex-offenders, within a controlled environment with the youth, make good mentors because they have experience. These ex-offenders are recruited from churches that have organized ministries dealing with ex-convicts and perform fully screened background checks. Dr. Rhoden-Trader referred to a program that is operational in California, the Simba Rites of Passage program that uses ex-offenders as mentors.

Research completed by Dr. Rhoden-Trader has shown that “67% of programs obtain an annual mentor time commitment of nine to twelve months or more.”¹² Most mentors, however, are unaware of the obstacles and difficulties they will encounter and of the commitment needed to become an effective mentor. In order for a mentor to remain with these youth for the one year recommended period, Dr. Rhoden-Trader believes that some type of “minimal compensation” is required. The typical annual cost for a mentoring program runs between \$1,000.00 and \$1,200.00 per youth. For a DJS mentoring program, however, Dr. Rhoden-Trader feels that the Department should expect the cost to be approximately \$1,500.00. Dr. Rhoden-Trader suggested that DJS perform an assessment on geography, etc. and come up with approximately three models that would fit best into our environment and determine which youth would be most suitable for each model. She also suggested that mentoring is best utilized when it is coupled with other support services. The Department will need to take a deeper look into how mentoring can enhance services that are already in place.

¹¹ <http://jewel.morgan.edu/~csatmsu/program.htm>

¹² Rhoden-Trader, Jacqueline. (2000) *Mentoring Across Maryland*, Maryland State Mentoring Resource Center, p.8.

Dr. Rhoden-Trader stressed the importance of the Ten Elements of Effective Practice. These elements are as follows.

- 1) A statement of purpose and long-range plan;
- 2) a recruitment plan for both mentors and participants;
- 3) an orientation for mentors and participants;
- 4) eligibility screening for mentors and participants;
- 5) a readiness and training curriculum for mentors and participants;
- 6) a matching strategy;
- 7) a monitoring process;
- 8) a support, recognition, and retention component;
- 9) closure steps; and
- 10) an evaluation process.¹³

2. Monitoring

The Task Force was directed to study and make recommendations regarding the feasibility of providing intensive individualized monitoring and support services to youth involved with DJS. The Task Force understood intensive monitoring to be a service in which a paid employee (of DJS or of a Youth Service vendor contracted by DJS) is assigned to:

1. see a youth face to face frequently (usually a minimum of 5 times per week),
2. check on youth's behavior,
3. respond with support and address behavior problems through counseling and/or consequences, and
4. offer referrals for school, work, or services.

In the Missouri Program studied by the Task Force, most mentoring occurs when the youth is released from the facility and into the community. A Mentor/Tracker is assigned to the youth upon release to the community. As a Mentor/Tracker, a Missouri Department of Youth Services (DYS) employee works part-time, less than 20 hours per week. They are classified as a Social Service Aide and receive 40-60 hours in-service training and then on the job training from full-time DYS employees. In the DYS residential facility, the youth is assigned a "personal advocate" who performs a lot of the one-on-one connecting and mentoring. At release, the personal advocate works with the mentor/tracker in developing the aftercare plan for the youth. Mentoring is "sculpted" around the needs of the youth. The advocate and tracker determine what services need to be provided and ensure treatment includes a plan to provide these services.

DJS has been increasing its emphasis on this type of programming during recent years. Currently youth are monitored intensively by the DJS Community Detention program, DJS Intensive Aftercare Program, CHOICE, Community Supervision programs, and wraparound-type programs. It is estimated that well over 1,000 youth in the community receive this monitoring.

The Task Force concluded that it is feasible for DJS to enhance existing DJS programming by ensuring intensive individualized monitoring and support services are provided to youth under DJS custody and supervision in each of the five DJS regions. The Task Force did not focus on developing recommendations for monitoring programming because programming exists. With additional funding and infrastructure, monitoring programming within DJS could be expanded and could complement the DJS Mentor Program in providing needed services to youth.

3. Focus Group

The Focus Group meeting to gather input from Juvenile Counselors and Supervisors on the mentoring of youth under DJS custody resulted in the development of recommendations to the Task Force. The Focus Group recommended the following:

¹³ *National Mentoring Partnership Working Group convened by the National Mentoring Partnership and United Way, 1991*



- Include the youth's family in the mentoring process
- Recruit more male mentors
- Ensure accountability of mentors
- Provide group mentoring in facilities
- Provide regionally-based mentoring
- Send mentors to school with youth (one-on-one)
- Provide life coaching: goal setting, job shadowing, hygiene, etc.
- Ensure mentors are willing to travel and be flexible
- Develop a pool of mentors (e.g., sororities, fraternities)
- Allow for local flexibility – may not want to require same race match (to allow for increased matches)
- Collaborate with schools and communities to develop Mentoring Program
- Be aware of labeling a youth within the system, developing a stigma
- Ensure adequate advertising of Mentoring Program – get information out to the public by attending college fairs, job fairs, MD State fair, etc.

B. Task Force Recommendations

From its study of Mentoring programming, the Task Force agreed mentoring programs showed promise of advancing a youth's development and deterring at-risk behavior. Youth under the custody of the Department of Juvenile Services often lack healthy relationships with adults and peers, are disengaged from schools and do not participate in constructive social activities. Organizations struggle to develop effective programs to improve a youth's life. Mentoring, however, appears to be successful in improving a youth's life. An impact study of Big Brothers Big Sisters of America (BBBSA) completed by Public Private Ventures indicated that youth involved in the mentoring program were "46% less likely to initiate drug use and 27% less likely to hit someone and skipped half as many days of school. They felt more competent about their ability to do well in school and...received slightly higher grades by the end of the study; and they reported more positive relationships with their friends and parents."¹⁴ Youth participating in BBBSA studied programs were paired with a mentor for "an average of 28 months, with the longest having lasted more than 13 years."¹⁵

The Task Force began its work by developing a definition of mentoring to guide its recommendations. **Mentoring, according to the Task Force, is the building of a trusting relationship over an extended period between a trained mentor and a mentee that contributes to the improvement in the quality of the mentee's life and to his/her becoming a productive member and citizen of society.** The Task Force members agreed that the Maryland DJS Mentor Program should focus primarily on youth 16 and under, encourage youth to voluntarily participate in the program and include youth in the community (Probation and Aftercare youth) and residential placement (detained and committed youth). This consensus informed the final recommendations of the Task Force.

The Task Force proposes a three-pronged initiative:

- **Focus on DJS youth in detention at regional detention centers,**
- **Focus on DJS youth in schools, and**
- **Focus on DJS youth not attending school.**

The Task Force recommends creating a Maryland DJS Mentor Program within the Department of Juvenile Services. The Maryland DJS Mentor Program would serve youth under the custody of DJS who are placed in the community or in DJS detention facilities. The Maryland DJS Mentor Program should be regionally based with programs implemented in each of the five DJS regions. In the first year, the Task Force recommends implementing five Mentoring programs in each of the five DJS regions:

- one program in each of the five DJS detention facilities,
- one program in a middle school in each of the five DJS regions,

¹⁴ Sipe, Carolyn (1996) *Mentoring: A Synthesis of P/PV's Research: 1988-1995*, p.5.

¹⁵ *Ibid.*, p.43.

- one program in 2 high schools in each of the five DJS regions,
- one program in the community in each region to serve youth who are under the supervision of DJS but are not in school nor employed.

Effective mentoring, the Task Force learned is not due to a program focusing on specific outcomes or transforming a youth. Effective mentoring, instead, focuses on developing a trusting relationship with youth over time. To develop an effective mentoring program, the Task Force members agreed that mentors should commit to spend a minimum of one hour per week with the youth with whom they have been matched. All mentors must commit to participate in the program for at least 12 months. Mentors should be the same gender as the youth being served but other options could be considered on a case-by-case basis. The Task Force also agreed the family of the youth participating in the Maryland DJS Mentor Program should be encouraged to participate in the mentoring process. The goal for each of the 25 mentor programs in the first year should be to match 20 youth with mentors. If accomplished, the Maryland DJS Mentor Program will match 500 DJS youth with mentors in its first year.

The Task Force expects recidivism rates of mentored DJS youth to be reduced. In fiscal year 2001, DJS served 35,277 Intake youth. Of those Intake youth, 4,591 were detained, 1,549 were committed and placed in a DJS residential facility, 7,784 were placed on probation and 3,264 were placed on Aftercare. (See Appendix D for DJS population numbers.) Recent recidivism studies completed by DJS indicate that 2,628 youth were released from DJS residential programs in fiscal year 2001. The study tracked youth who had a subsequent contact with either the juvenile or the adult system. Within the first three years following release, between 50% and 75% of youth were referred again to the juvenile or adult system and 26% to 57% of these youth were subsequently re-adjudicated or re-convicted.¹⁶ (See Appendix E for Recidivism numbers.) Preliminary findings from the Washington State Institute for Public Policy study of a Seattle mentoring program indicated, “Recidivism rates of youth assigned to the mentor program are lower than the rates of the matched group of youth who did not receive mentoring.”¹⁷

1. Organizational Structure

a. Facility-based Mentor Program

The Task Force reviewed evaluations of several mentoring programs in juvenile justice facilities in other states. Of the programs operated within a juvenile detention program, none were successful. The Task Force found that the reasons for failure were similar among all programs: lack of staff solely dedicated to the mentoring program and lack of resources to support the mentoring program. Maryland, however, can benefit from the experiences of other states that attempted to implement mentoring programs in juvenile residential facilities.

The Task Force reviewed evaluations of OJJDP grant projects in which the youth were residing in a detention center while participating in a mentoring program. Programs offered one-to-one mentoring to youth who had committed serious offenses and were at high-risk to re-offend. Some of the characteristics of the juvenile correctional facility that was studied resulted in unique challenges for the mentoring program. The highly structured schedule of activities resulted in the mentoring program meeting one hour per week and often precluded a youth's participation in other activities. Frequently youth remained at the facility longer than one year and project staff continually had to develop new activities to maintain the interest of the mentor and youth entering their second year of the mentoring relationships. Finally, as youth were released, many were reluctant to interact with any individual with whom they associated within the correctional facility. Few youth remained in contact with their mentors and, as participation in the mentoring program was not a condition of release, these youth frequently lost touch with the project and their mentors shortly after discharge. “Additionally, the project staff noted that it often was difficult to recruit volunteers to work with youth living in a correctional facility.”¹⁸

¹⁶ *DJS Annual Statistical Report, Fiscal Year 2001*

¹⁷ *Barnoski, Robert (July 2002) Washington State Institute for Public Policy, Preliminary Findings for the Juvenile Rehabilitation Administration's Mentoring Program.*

¹⁸ *White, Catherine, Mertinko, Elizabeth, Van Orden, Deborah, (2002) Information Technology International Bulletin, Mentoring – An Important Strategy for Diversion and Re-Entry Programs.*



The Task Force also reviewed a study of two pilot programs designed to aid in a youth's transition from a juvenile justice institution to the community. One mentoring program was implemented in five residential facilities run by the Missouri Division of Youth Services and another program was implemented in a variety of non-residential community based programs operated by the Georgia Department of Children and Youth Services. "Overall, the findings from this research (were) consistent with those of other mentoring programs...assessed: without a structure dedicated to training, supporting and supervising the functioning of mentors, the program could not meet its goals. ...(T)he unique demands of the institution and the youth population it serves, compounded with limited resources, made implementation issues difficult to address effectively."¹⁹

From this review, the Task Force proposes the development of the Maryland DJS Mentor Program. The Mentor Program's goal is to pair a youth in a juvenile detention facility with a caring responsible adult in a one-on-one or group match. The program must follow the established mentoring model and ensure appropriate staffing and resources are provided to support the program. Mentor coordinators must work closely with the facility administrator to establish an acceptable schedule for youth activities. Youth should be involved in the planning of these activities. Youth should be matched with mentors with similar interests. Training and support of mentors must be provided regularly to ensure matches are maintained. An aftercare plan that includes the transition of the mentoring match to the community upon the youth's release from the facility should be ensured. By addressing the educational and life skills deficits of youth in Maryland's juvenile facilities, the Task Force expects incidents of academic underachievement, truancy, school dropouts, violence, substance abuse and juvenile crimes will decrease.

Maryland DJS Mentor Programs will be implemented in at least five of the regional DJS detention centers. DJS should initiate Maryland DJS Mentor Programs in the following five regional detention centers: Cheltenham Youth Facility, Thomas J. S. Waxter Center, Lower Eastern Shore Children's Center, Baltimore City Juvenile Justice Center and Alfred D. Noyes Center. Developing a regionally-based Maryland DJS Mentor Program should facilitate the development of relationships between youth and their mentor that could continue in the community. With its increased focus on placing youth in residential programs close to their homes, DJS should ensure youth remain paired to their mentor upon release. Mentoring programs in each DJS residential facility can link youth to a mentoring program in their neighborhood, either in school or in the community.

To increase the academic and vocational growth and social development of DJS youth participating in the mentoring program, DJS should establish facility-based vocational programming in each DJS region. The mentors should complement the academic information presented by classroom teacher and provide support to DJS youth in the following areas:

- Remedial math and reading,
- Computer skills
- Resume development
- Interview skills
- Work environments
- Vocational/career training, and
- Social/recreational activities
- Decision making

b. School-based Mentor Program

Another goal of the proposed Maryland DJS Mentor Program is to pair a youth in schools with a caring responsible adult in a one-on-one or group match. The Task Force recommends DJS institute comprehensive and substantial one-on-one or group mentoring programs in 15 schools throughout the state. To the degree possible, the Task Force encourages DJS to implement the Maryland DJS Mentor Program in schools with Spotlight on Schools (SOS) programs. Schools with the SOS program have a DJS Probation case manager

¹⁹ Sipe, Carolyn (1996) *Mentoring: A Synthesis of P/PV's Research: 1988-1995*, p.47

assigned to the school. The Task Force found schools can provide a base, a home, an institutional link for mentoring programs directed specifically for “at risk” youth already involved with the DJS system. The Maryland DJS Mentor Program should establish individual programs in five middle schools, one in each DJS region, and ten high schools, two in each DJS region.

The Task Force recommends implementing a variety of approaches to mentoring DJS youth in these schools. In some cases, the mentors will be faith-based, in others mentors will be recruited from a business that has “adopted a school”; in another mentors will be recruited from a local college or university. Other recruitment efforts could focus on state employees who have volunteered to help in a particular school and in another, citizens from the neighborhood. Studies have found that “school-based programs provide a safe, controlled environment and attract volunteers who would not normally volunteer.”²⁰

The specific programs might focus on the development of social skills and revolve around a group of DJS peers or they might focus on improvement in reading and combine one-on-one support or group work. Programs might be vocationally oriented and tied to a youth’s interest in the enhancement of his or her computer skills, programs also could address the artistic side of a particular DJS youth, or they may focus on an annual off-site community service endeavor. According to studies, “the types of activities in which a mentor and youth are involved, not the hours per month spent with a youth, have been shown to be a stronger predictor of success. Mentors who are matched with youth based on similarity of interests report feeling closer and more emotionally supportive to the youth with whom they have been paired.”²¹

Beyond this, the Task Force supports the development and implementation of a comprehensive mentoring program with a flexible approach in the first two years of the program provided DJS establishes a sound evaluation component of the Maryland DJS Mentor Program that impacts and improves the program in subsequent years.

Successful school based mentoring programs will depend upon the commitment, talent, and dedication of the mentors, their ability to relate to the youth, and a supportive infrastructure at the school. The Task Force encourages the development of many different approaches provided each are able to obtain sufficient scale to ensure that substantial numbers of youth are paired with mentors at each school and the social interactions, school attendance, and academic performance of each participating youth improve and their future encounters with the juvenile justice system are reduced.

The Task Force received recommendations from Karen Dates, Executive Assistant to the Office of the State Superintendent, at the Maryland State Department of Education (MSDE). MSDE operated a mentoring program at three Baltimore City schools for about four years. The Task Force considered the experience and lessons learned from MSDE and recommends the following criteria be incorporated in any of these mentoring programs:

- All school-based mentor programs must have “buy-in” from the principal of each school;
- The principal should appoint a reliable contact person for access to information and to act as a go-between between the Mentor coordinator and the youth participating in the Maryland DJS Mentor Program;
- Mentor and youth training is critical. Youth need the training as well so that they understand the basics like returning phone calls to mentors, etc.;
- Mentors need to feel connected. Scheduling brown bag lunches or other activities for mentors on a monthly or quarterly basis is a good opportunity for information exchange;
- All mentors must pass a criminal background check;
- Youth should sign a “contract of cooperation” or similar document so that they understand the expectations of the program, the mentors, etc.;
- Field trips are important as they often create an additional bonding opportunity between the mentor and the youth;

²⁰ Herrera, Carla (September 1999), *A First Look Into Its Potential Public/Private Ventures*, p.4.

²¹ Herrera, Carla Cynthia Sipe, Wendy McClanahan, Amy Arbeton, and Sarah Pepper, (April 2000) *Mentoring School-Age children: Relationship Development in Community-based and School-based Programs*, Public/Private Ventures, p.32.



- One of the youths participating in the program should be involved in the program planning and the activities;
- If you have the mentors work in “teams”, when a mentor is absent another adult can be responsible for the youth with the missing mentor;
- Incorporate a variety of activities that Mentors can do with the youth. Activities range from journal writing to African dance. MSDE would be happy to share some of the successful activities they used;
- Program goals and objectives must be clearly determined at the beginning of the program;
- We used themes for various months of the program like “Courtesy” or “Respect” and then we tried to do unusual activities like have the students attend a five course sit-down dinner at a hotel to use the skills they had learned;
- Involve youth in community service activities-this will help them realize that they, too, need to give back to their communities; and
- E-Mentoring (e-mailing) is a great way to keep the mentors and mentees connected throughout the month.

Regardless of the approach taken, the Task Force recommends that a system of evaluating the program is developed in conjunction with the principal of each school and the Maryland DJS Mentor Program coordinator prior to the start of the program. A written annual review of the program including evaluation results, program strengths, weaknesses, and recommended improvements should be completed within 30 days of the close of school.

DJS should work directly with the MSDE to design, at a minimum, mentoring programs to serve at least 20 DJS youth. These programs should be implemented at 15 schools at the beginning of the 2005/2006 academic year.

c. Community-based Mentor Program

The Task Force recognized the relationship between success in school, the acquisition of vocational skills, and the likelihood of DJS youth becoming contributing members of their communities. Therefore, the Task Force recommends that DJS develop five community-based mentoring initiatives, 1 in each of the five DJS regions to focus on youth under the custody and supervision of DJS who are in the community and not attending school. While these may be the youth most in need of an adult guide and support, they might be the most difficult youth to engage in a mentoring relationship, because there is no natural “site” (school, detention center) in which to develop a relationship naturally in a one-on-one or group setting. The local Mentor Program coordinators will be expected to use creativity and the strengths of certain mentors to reach out individually to these youth. Program planning for these youth must consider the difficulties in maintaining the mentor match once the youth is released and provide adequate aftercare planning to ensure the youth and mentor maintain their relationship.

DJS should provide staff and administration of the community-based Mentor Program in conjunction with the facility-based and school-based programs. Mentors should meet the same requirements as in the other recommended programs, making a 12-month commitment to be a youth’s mentor, completing training, and most importantly, providing a caring relationship to a DJS youth.

2. Administration of Mentoring Program

Following a review of current research and literature on mentoring programs based in the community, schools and juvenile justice residential facilities, the Task Force found successful mentor programs are the result of supportive administrative activities. “One of the strongest conclusions...is the importance of providing mentors with support in their efforts to build trust and develop positive relationships with youth. Most volunteers and youth cannot be simply matched and then left to their own devices; programs need to provide some infrastructure that fosters and supports the development of effective relationships.”²²

²² Sipe, Carolyn (1996) *Mentoring: A Synthesis of P/PV’s Research: 1988-995*, p. 7.

Without the sufficient management of staffing, recruitment, and on-going support of mentors, most mentor programs flounder, mentor and youth matches end, and successful outcomes are not reached. Those programs that flourish have been shown to have an active system of support.

The Task Force recommends appropriate support and funding of administrative functions that will ensure the success of the Mentoring Program. The Task Force found that effective administration of a mentoring program must include adequate staffing and funding, establishment of a statewide recruitment process, on-going training and support of mentors and evaluation of established program goals and outcomes.

a. Staffing

The Task Force recommends establishing the Maryland DJS Mentor Program Unit staffed by DJS employees. To ensure proper coordination of the statewide Maryland DJS Mentor Program, a statewide director should be hired to coordinate the Maryland DJS Mentor Program. The Program Coordinator must have exceptional knowledge of youth development principles, strong program management skills, and an understanding of the juvenile system and its culture. To manage the daily operations of each region and to provide recruitment, a regional coordinator should be hired for each of the five DJS regions. Each program should have one part-time or share one full-time school coordinator who works in the facility, school or community-based Maryland DJS Mentor Program to coordinate the activities of the mentors and mentees and to be the liaison between DJS and the program host.

b. Funding

Most estimates indicate the annual cost of the Maryland DJS Mentor Program will be approximately \$1,400 per youth served. This figure includes salaries, recruitment, background checks, training, and offices. These program costs are based on a community-based model. Program costs for a school-based model are significantly lower and average about \$600 annually per youth. The Task Force estimates the initial cost to fully implement the program at about 1.5 million dollars per annum. Because most of the program costs are salaries, and because fully implementation is projected to take over six months, the Task Force anticipates the required funding in the first year to be about \$750,000. The Maryland DJS Mentor Program should be state operated and funded. Training and evaluation should be contracted to a private vendor and these costs are included in the overall program estimate. The Governor's Office of Grants could assist in identifying appropriate grant funding. Listed below is the cost breakdown for the Maryland DJS Mentor Program.

Total staffing costs for a Maryland DJS Mentor Program = \$1,104,000 (includes salary and benefits projected by estimating 33% of salary)

- 1 State-level Coordinator @ \$60,000 (salary only)
- 5 Regional Coordinators @ \$50, 000 = \$250, 000 (salary only)
- 25 P/T or 13 F/T School coordinators @ \$40, 000 = \$520,000 (salary only)

Training costs for a program based on above = \$50,000

Evaluation costs for a program based on above = \$100,000

Stipends for mentoring activities based on above = \$500 per year per 500 matches = \$250,000
(Stipends refers to funds available to the mentor to support activities with the youth; i.e., mileage reimbursement, tickets to activities, books, etc.)

Total costs for Maryland DJS Mentor Program = \$1,500,000

Funding from external sources should be pursued. Federal grant funding from OJJDP and foundation funding is available to support mentoring programming and research activities.



c. Recruitment

Establishing successful mentoring relationships will be attributable largely to establishing and preserving a pool of appropriate and suitable adults committed to mentoring DJS youth. To accomplish this, the Task Force recommends DJS develop structured recruitment and marketing strategies targeted at the specific populations of volunteers that DJS is hoping to attract to its Mentor Program.

The Maryland DJS Mentor Program will need to define eligibility criteria for participants, including mentors, mentees and parent/caregivers. DJS should establish a set of written eligibility requirements and communicate these to all youth, mentors and other volunteers in DJS program.

One of the biggest responsibilities for any mentoring program is to screen adequately the pool of mentor applicants to ensure they are both safe and suitable as mentors for the DJS youth. DJS must develop and implement a standardized screening process for potential mentors and mentees that will include the following:

- Written applications
- Background/Reference checks
- Interviews
- Orientation

The Task Force also found that mentoring programs must provide on-going support to mentors. Periodic training and regular reinforcement provided by mentoring coordinators sustain mentoring relationships over a longer period.

Potential Recruitment Pools

i. State of Maryland Employees

The Task Force recognizes the difficulty in recruiting mentors and recommends establishing administrative leave for State Employees interested in mentoring DJS youth. The state of Maryland employs over 77,900 people.²³ The Task Force recommends tapping this pool of potential mentors by allowing state of Maryland employees who qualify for approved mentoring programs up to eight hours a month paid leave time to participate in approved mentoring programs targeted at DJS youth. While some informal, general state government mentoring programs already exist including mentoring work with some inner city schools, they do not do target DJS youth.

High-level recognition and support of all statewide mentoring programs should be encouraged. The Task Force encourages the Governor to provide leadership in developing a statewide marketing campaign for all mentoring programs within Maryland. Using the example of Florida (see box), the Governor could establish the Maryland Governor's Mentoring Initiative (MGMI) to support mentoring activities in Maryland. High-profile sports figures or TV personalities could be recruited to encourage Marylanders to volunteer for the program. The Task Force recommends the Governor's Office on Service and Volunteerism provide coordination of state mentor programs and assist with the recruitment of volunteers for mentoring programs focused on DJS youth.

The Task Force also recommends the Maryland DJS Mentor Program ensures the adequate recruitment of female mentors. Gender-responsive recruitment and training of mentors should be considered when developing the Maryland DJS Mentor Program. Members of the MD General Assembly Women's Caucus, AAUW, and, if possible, Maryland's First Lady could be recruited as mentors or provide marketing for the Maryland DJS Mentor Program.

²³ Maryland Department of Budget and Management, (July 2004) *Fiscal Digest of the State of Maryland for Fiscal Year 2005*, p. G.9.

MENTORING YOUTH IN FLORIDA

The Florida Governor's Mentoring Initiative (GMI) began in August 1999. The program was created by Executive order and establishes a statewide Mentoring initiative. The Governor, Jeb Bush, and his Lt. Governor and Education Commissioner have volunteered as mentors. Florida has recruited over 100,000 mentors over the past four years with an ultimate goal of recruiting 200,000 mentors.

The GMI has developed four types of mentoring:

- One-to-one mentoring*
- Team mentoring*
- Cyber mentors (chat via Internet)*
- Paired/Group partners (two or more mentors assigned to one or more mentees)*

The GMI provides technical assistance (i.e., training, monthly conference calls, website) and public awareness (i.e., brochures, Public Service Announcements with Comcast, prints Mentor motto on state employees checks and other state mailings.)

State employees can take one hour a week of paid leave away from their jobs. The Governor has set a goal of recruiting 10 per cent of state employees to be mentors. Currently, over 13,000 Florida state employees participate in GMI. A significant number of municipalities and business around the state also provide their workers the same opportunity to take paid leave away from their jobs. The Governor also has created a "corporate Honor Roll" to highlight businesses that allow release time for their employees to Mentor.

-From The GMI Annual Report 2002

ii. Retirees

The Task Force, based on DJS experience and that of these BBBS affiliates, agrees that, for youth found delinquent and who have spent time in custody, individuals with law enforcement background or comparable experience in dealing with troubled children may be the best mentors.

The national mentoring organization Big Brothers/Big Sisters of America (BBBS) reports on its website, "(f)or most BBBS affiliates, it is increasingly difficult to recruit volunteers, let alone ones who will take on young criminals." (See Appendix A) Only three cities' affiliates are cited with good success in this pursuit - those of Washington, D.C., Memphis, Tennessee, and Phoenix, Arizona.²⁴ Each of these programs appears to focus on younger or first-time offenders, possibly including children not yet found delinquent. Each attributes their success to use of mentors who are active or retired law enforcement personnel, such as police, firefighters, prosecutors, or parole officers. Each reports 15 to 30 successful matches per year.

The Task Force contacted representatives of a number of Maryland organizations whose retired members have law-enforcement background or other specialized experience with difficult children. Representatives of these groups reported the number of retired individuals in their organizations and confirmed that DJS might seek volunteers from these ranks. Until the DJS Mentor Program and its requirements are established, however, no commitments or guarantees are possible. The groups include:

²⁴ Memphis and D.C. are comparable in size to Baltimore City. Phoenix's population approximates that of Baltimore City and County combined.



Organization Fraternal Order of Police ²⁵ (Lodges in each MD county)	Number of retired members approximately 200 in Anne Arundel Co.
National Senior Service Corps ²⁶ (Offices in various Md. counties)	approximately 1,000 in Baltimore City, including an estimated 100 retired teachers & at least 7 retired police
Pupil Personnel Workers (PPW) Association ²⁷	approximately 20 retired PPWs
Retired Maryland State Troopers ²⁸	approximately 1,200 members
Retired Teachers Assoc. of MD. ²⁹	approximately 15,000 members statewide

Notably, the National Senior Service Corps program also could provide some federal funding assistance to establish a new “Retired Senior Volunteer Program” station, provided a proposal was approved.³⁰ (Currently, DJS has a Foster Grandparents program mostly for academic tutoring of children, but this is limited to 70 participants under the terms of the annual grants.³¹)

iii. College Students

The Task Force recommends the use of college students who have been specifically recruited and trained to work as mentors for the youth in detention facilities. The state could provide free transit passes to students who volunteer as mentors. The state could provide tuition reimbursement, community service credit, work-study funds or educational stipends to compensate students who volunteer as mentors. The Task Force also suggests creating a Maryland College Mentoring Corps to work with DJS youth on remedial reading and math skills, computer skills, and social enrichment activities.

iv. Faith-based Mentors

The Task Force reviewed current literature and research on mentoring programs with a strong faith-based focus and recommends recruiting members of faith-based organizations to participate as mentors in the Mentor Program. Members of faith communities often display a compassion for the less fortunate, including troubled youth. Groups such as Public/Private Ventures in Philadelphia have studied the success of faith-based programs and indicate that this is a promising source of mentors.

According to a Public/Private Ventures (PPV) evaluation of faith-based programs, youth participate in a mentoring relationship that has a faith and/or spiritual component. Faith-based mentoring serve youth from the local community and help these youth with career exploration, improving life skills and participating in entertainment, such as games or sports, and attending cultural or sporting events. One of the strengths of faith-based program is their high credibility with the community and others. The PPV evaluation found existing faith-based programs “generally appear to be open to exploring partnerships with other groups; have weaknesses (which) include inadequate personnel policies, hiring practices, fiscal management and fund-raising capacities; tend to avoid proselytizing...(by demonstrating) their beliefs through their support of the juveniles and their programs and the community that they serve.”³²

²⁵ Representative: Off. O'Brien Atkins, Pres. A.A.Co. FOP Lodge #70

²⁶ Representative: Yvonne McKinley, administrator of Retired & Senior Volunteer Program station of Baltimore

²⁷ Representative: Ron Bosse, Treas. & Past President of PPWA of Md.

²⁸ Representative: Wilbur Wells, Past President, Md. Retired Troopers Assoc.

²⁹ Representative: Judith Zahren, Exec.Dir., reports this organization could help actively to solicit volunteers from its membership.

³⁰ Representative: Jerome Schmielak, state office administrator

³¹ Information provided by Cynthia Spencer, DJS Foster Grandparents program director

³² Ericson, Nels, (November 2001) OJJDP Fact Sheet #38, Public/Private Ventures' Evaluation of Faith-Based Programs, p.2.

The Task Force recommends that recruitment of faith-based mentors should protect individual faith and practice and treat all faith communities equally. Faith-based mentoring programs should refrain from proselytizing.

v. Businesses and other Community-based Mentors

The Task Force also recommends recruiting mentors from businesses and corporations. In reviewing the literature on mentoring programs, the Task Force found instances of many business or corporate mentor programs that developed mentor programs for youth residing near the business. Other groups such as transformed DJS youth and adult offenders, AmeriCorp, National Senior Service Corp, NAACP, current and retired employees from local corporations, professional and civic associations, and fraternities and sororities were found to be good sources of recruitment as well.

d. Training

In studying mentoring programs, the Task Force realized the importance of adequate training to ensure mentors had a clear understanding of their roles and responsibilities. Research has shown that “mentoring relationships are more likely to fail, and less likely to produce desired outcomes, if mentors are given inappropriate roles or are improperly prepared.”³³

The Task Force recommends contracting with an established mentoring organization to provide training to all mentors and DJS Mentor Program. The contractor should orient and train all mentors regarding the role of the mentor and the limits of the mentoring relationship. Mentors should receive initial and on-going training while participating in the Maryland DJS Mentor Program. Training sessions shall include at least six hours of pre-match training covering, at the minimum, the following:

- Definition of mentoring,
- Roles and responsibilities of mentors,
- Understanding the nature of the mentor/mentee relationship,
- Overview of adolescent development and youth involved in the juvenile justice system,
- Overview of Maryland’s juvenile justice system,
- Communicating effectively and overcoming cultural, racial and socio-economic differences, and
- Understanding of the mentor program’s guidelines, policies and procedures.

The Task Force proposes DJS provide enhanced training to all mentors who are paired with older, high-risk youth to ensure the match succeeds. Research has also show that “(m)entors working with older youth report less close, supportive relationships than those working with younger youth. Older youth are less likely to share similar interests with their mentors, suggesting that programs may need to focus more attention on training and supporting mentors working with older youth.”³⁴

e. Evaluation

The Task Force recommends an outside vendor with knowledge of and experience in researching mentor programs complete an evaluation of the Maryland DJS Mentor Program at the end of the first year of operation. The Department of Juvenile Services, however, should track specific and achievable goals and outcomes for its Mentoring program. DJS should track goals for DJS involved youth participating with the DJS Mentor Program and for DJS program implementation of the Mentor Program.

DJS should track outcomes focused on improving academic performance, reducing the dropout rate, and reducing delinquency and gang participation. Data from report cards, quarterly review of grades, monthly school attendance

³³ *Foundations of Successful Youth Mentoring: - A Guidebook for Program Development (March 2003) Northwest Regional Educational Laboratory*

³⁴ *Herrera, Carolyn Cynthia Sipe, Wendy McClanahan with Amy Arbeton, Sarah Pepper (April 2000) Mentoring School-Age Children: Relationship Development in Community-based and School-based Programs, Public/Private Ventures, p.38.*



reports, standardized test results and annual surveys of mentors and mentees should be used to measure the improvement of academic and life skills of the youth participating in the mentoring program.

For a successful Mentor Program, DJS should track and analyze the established program goals and regularly report all program and youth outcome data. DJS Administrators should periodically review program and budget data to ensure effective management of the Mentor Program.

The results from the collected data should also be used to enhance programming and to develop topics for the training workshops for mentors. Training workshops should be held periodically to enhance and support the skills of mentors who are participating in the mentoring program. Staff may want to collaborate with statewide mentoring organizations to develop a uniform system of tracking outcomes for mentored youth.

Mentoring Program Outcomes:

DJS Youth Outcomes:

- Improved school attendance
- Improved school grades
- Reduction of truancy
- Reduction of recidivism into the DJS system

DJS Administrative outcomes:

- Number of DJS facility-based programs initiated
- Number of mentors recruited
- Number of DJS youth matched with mentors
- Percent of Matches enduring 12 months or more
- Average Length of Match
- Number of contact hours between mentor and youth
- Cost per youth for DJS care

f. Advisory Council

The Task Force recommends creating an Advisory Council composed of representatives from DJS, MSDE, community leaders, youth, parents, school officials, and partner organizations to participate in the planning of the Mentor Program. Representative should be from each of the DJS regions in which mentoring programs will be established. The Task Force recommends the Advisory Council develop an implementation plan, set goals and evaluation measures, and periodically review and revise the plan. The Task Force recommends the Governor's Office on Volunteerism coordinate the Advisory Council.

Appendices

A. Mentoring & Source Websites	A-1
B. DJS Spotlight on Schools Map	A-2
C. DJS State Owned Facility Map	A-3
D. DJS Population Charts	A-4
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Appendix A

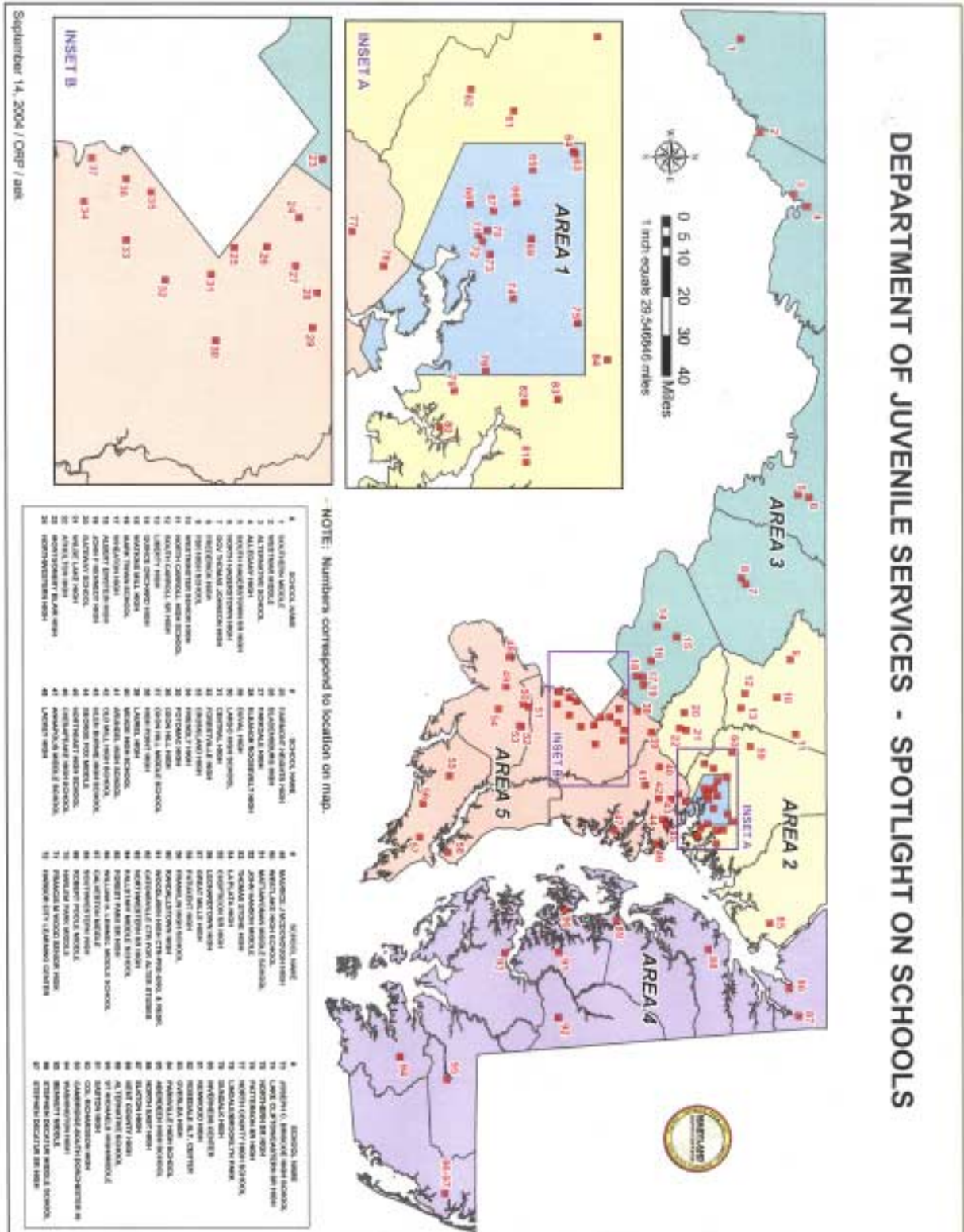
Mentoring & Source Websites

Big Brothers Big Sister of Central Maryland	http://www.biglittle.org/index_static.html
Big Brothers Big Sisters of America	http://www.bbbsa.org
Center for the Study and Prevention of Violence	http://www.colorado.edu/cspv/index.html
Florida Governor's Mentoring Initiative	http://www.volunteerfloridafoundation.org
Information Technology International	http://www.itiincorporated.com/index.htm
JUMP Mentoring Program, OJJDP	http://www.ojjdp.ncjrs.org/jump/index.html
KUUMBA, Morgan State University	http://jewel.morgan.edu/~csatmsu/program.htm
Maryland Attorney General's Office	http://www.oag.state.md.us/mentor.htm
Maryland Department of Budget & Management	http://dbm.maryland.gov
Maryland Department of Juvenile Services	http://www.djs.state.md.us/
Maryland Mentoring Partnership	http://www.marylandmentors.org/
Maryland State Department of Education	http://www.marylandpublicschools.org/MSDE
Missouri Division of Youth Services	http://www.dss.mo.gov/dys/
National Mentoring Center	http://www.nwrel.org/mentoring/pdf/foundations.pdf
National Mentoring Partnership	http://www.mentoring.org/
Public Private Ventures	http://www.ppv.org/
Washington State Institute for Public Policy	http://www.wsipp.wa.gov/



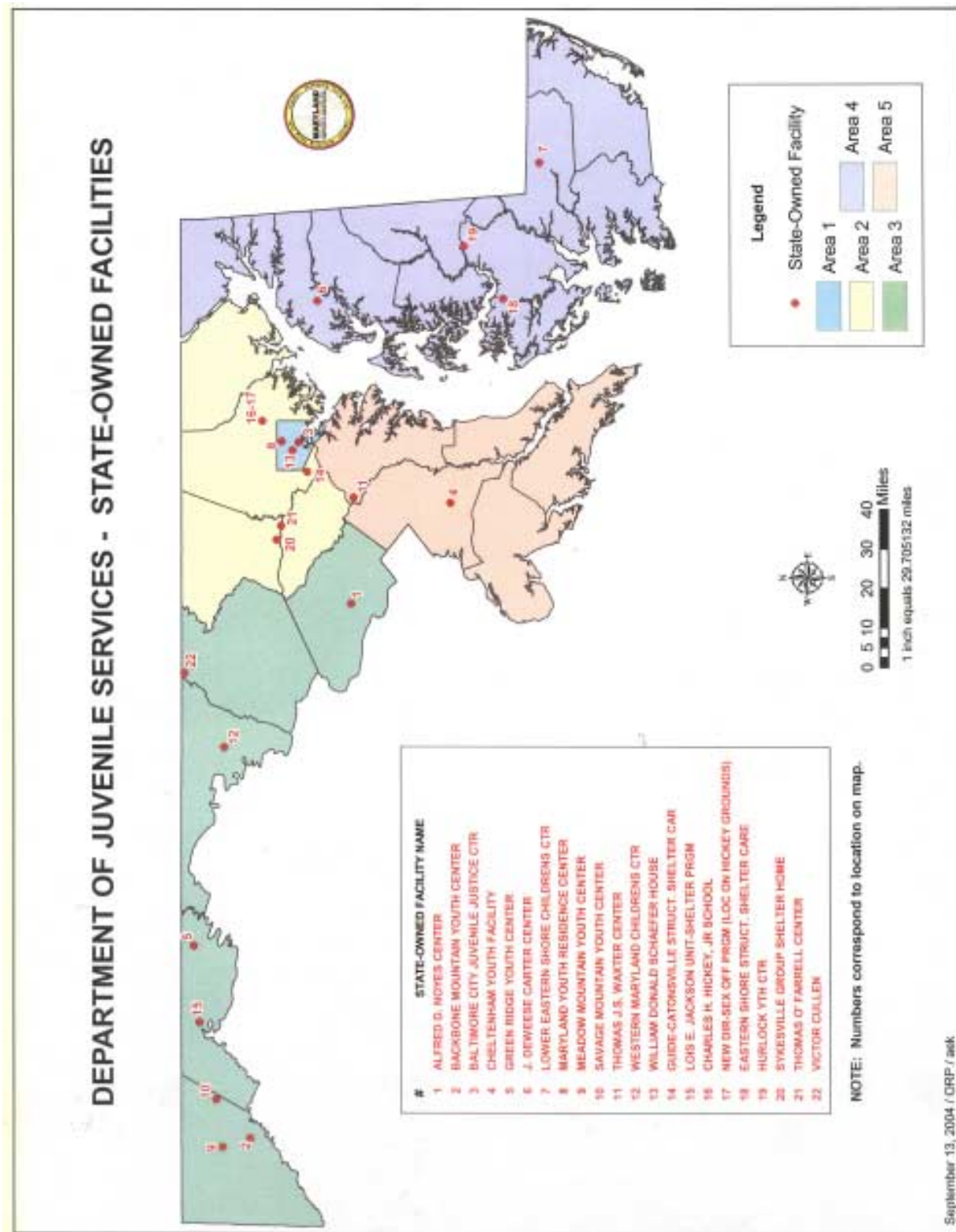
Appendix B

DJS Spotlight on Schools Map



Appendix C

DJS State Owned Facilities Map



Appendix D

DJS Population Charts

DJS populations - FY 2001 TO 2004

Category	2001	2002	2003	2004
Intake Youth	35,277	35,377	34,806	34,992
Detained Youth*	4,591	4,301	4,709	3,694
Committed/Placed Youth*	1,549	2,815	2,678	2,428
Probation Youth*	7,784	7,491	7,605	6,371
Aftercare Youth*	3,264	2,781	2,669	2,065

*Youth can be open in more than one category at the same time.



Appendix E

DJS Recidivism Chart

FY2001: Juvenile and Adult Recidivism Rates for Youths Released from Residential Programs in FY 2001.

All Residential Programs: FY 2001 Releases = 2,628	One Year After Release		Two Years After Release		Three Years After Release	
Recidivism Measures:	Number Youth	Percent Youth	Number Youth	Percent Youth	Number Youth	Percent Youth
Re-referral - Juvenile/Criminal	1,516	57.7%	1,811	68.9%	1,965	74.8%
Re-adjudication/Conviction	673	25.6%	1,157	44.0%	1,496	56.9%
Re-commitment/Incarceration	458	17.4%	810	30.8%	994	37.8%

Secure Residential Programs: FY 2001 Releases = 563	One Year After Release		Two Years After Release		Three Years After Release	
Recidivism Measures:	Number Youth	Percent Youth	Number Youth	Percent Youth	Number Youth	Percent Youth
Re-referral - Juvenile/Criminal	329	58.4%	393	69.8%	427	75.8%
Re-adjudication/Conviction	166	29.5%	267	47.4%	322	57.2%
Re-commitment/Incarceration	123	21.8%	205	36.4%	239	42.5%

Non-Secure Residential Programs: FY 2001 Releases = 2,065	One Year After Release		Two Years After Release		Three Years After Release	
Recidivism Measures:	Number Youth	Percent Youth	Number Youth	Percent Youth	Number Youth	Percent Youth
Re-referral - Juvenile/Criminal	1,187	57.5%	1,418	68.7%	1,538	74.5%
Re-adjudication/Conviction	507	24.6%	890	43.1%	1,174	56.9%
Re-commitment/Incarceration	335	16.2%	605	29.3%	755	36.6%

Juvenile and/or Adult Recidivism Definition²³

1. **Re-referral/arrest** refers to any subsequent contact a youth has either in the juvenile or adult system.
2. **Re-adjudication/conviction** refers to any youth who has a judiciary hearing and is adjudicated delinquent or is arrested, has a criminal hearing in the adult system and is convicted or found guilty.
3. **Re-commitment/incarceration** refers to any juvenile who is committed again to DJS custody for placement or is arrested, convicted, and incarcerated in the adult system.

³⁵ In this category, the Department of Juvenile Services counts recidivists only once, even if a youth has offended in both systems.

